

## Message Text

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C O N F I D E N T I A L SECTION 1 OF 3 USNATO 5071

E.O. 11652: GDS

TAGS: MPOL, NATO

SUBJECT: EWG MEETING SEPT 17: STUDY ON RATIONALIZATION/SPECIALI-  
ZATION (R/S)

REF: STATE 202344

SUMMARY: AT SEPT 17 MEETING, EWG CONSIDERED THE US RATIONALIZATION  
POTENTIAL STUDY FOR THE FIRST TIME. EWG REPS ACCEPTED THE STUDY  
AS A VALUABLE BASIS FOR FUTURE WORK. MOST REPS HAD NO DIFFICULTY  
WITH THE STUDY'S DEFINITION OF RATIONALIZATION  
NOR WITH THE MATRIX CONCEPT ITSELF. THE EWG REACHED  
GENERAL CONSENSUS ON INITIATING FURTHER STUDIES ON CON-  
SOLIDATION OF COMMUNICATIONS AND THE WARTIME LOC. CONCERNING  
CONSOLIDATION OF TRAINING, REPS AGREED TO ASK FOR A PROGRESS  
REPORT BY THE NATO/EURO TRAINING GROUP. MISSION EXPECTS  
EWG WILL FORMALIZE THESE THREE PROJECTS AT NEXT MEETING AFTER  
REPS HAVE HAD OPPORTUNITY TO GAIN CONFIRMATION FROM CAPITALS.  
DURING COURSE OF DISCUSSIONS, UK REP EXPRESSED INTEREST IN  
BI/TRILATERAL APPROACHES ON CIVILIANIZATION AND ON CONSOLIDATED  
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EXPLOSIVE ORDNANCE DISPOSAL (EOD) TRAINING IN THE UK. ACTION  
REQUESTED: WASHINGTON VIEWS ON THESE SUBJECTS RAISED BY UK.  
END SUMMARY.

1. FOLLOWING BRIEF INTRODUCTION BY CHAIRMAN (PANSA), US REP (LEGERE) OPENED DISCUSSION OF RATIONALIZATION/SPECIALIZATION BY MAKING FOLLOWING POINTS:

A. THE US WILL LISTEN WITH INTEREST TO ALLIED REACTIONS TO THE NATO RATIONALIZATION POTENTIAL STUDY WHICH USNATO CIRCULATED TO DELEGATIONS ON JULY 31. THE US HOPES TO GAIN ENDORSEMENT OF THE MATRIX CONCEPT AND AGREEMENT ON FURTHER STUDIES OF SPECIFIC AREAS.

B. THE US RECOGNIZES THAT THE DATA CONTAINED IN THE MATRIX MAY REQUIRE REFINEMENT. ACCORDINGLY WE WOULD APPRECIATE ANY CORRECTIONS OR ADDITIONS THAT EWG MEMBERS CAN PROVIDE.

C. THE AREAS IN THE STUDY DO NOT REPRESENT A SERIES OF FIXED US POSITION. INSTEAD, THE US HAS ADVANCED THEM ON AN ILLUSTRATIVE BASIS AS BEING WORTHY OF FURTHER STUDY. THE US WILL WELCOME SUGGESTIONS FOR ADDITIONAL, OR ALTERNATIVE, AREAS.

D. AS THE EWG SELECTS AREAS FOR FURTHER STUDY, THIS GROUP, AND SUBSEQUENTLY THE DPC AND MINISTERS, WILL BE ABLE TO IDENTIFY PROBLEM AREAS AND PROVIDE POLITICAL IMPETUS WHERE LOWER LEVEL NATO ORGANIZATIONS HAVE ENCOUNTERED FRUSTRATIONS. AS STUDIES PROGRESS, REFINED DATA WILL BECOME AVAILABLE FOR THE EWG TO ENTER INTO A NATO MATRIX WHICH WILL ENABLE THE EWG TO DEVELOP TRADE-OFFS. IN THIS REGARD, IT IS UNLIKELY THAT THE EWG WILL BE ABLE TO BALANCE OUT ECONOMIC GAINS AND LOSSES IF IT ADDRESSES ONLY A FEW AREAS.

E. THE US HOPES THAT, BY DECEMBER, THE EWG WILL HAVE ADOPTED THE MATRIX CONCEPT AND WILL HAVE A NUMBER OF STUDIES UNDERWAY. THE EWG SHOULD NOT ALLOW DELAYS IN LESS ESSENTIAL AREAS, SUCH AS AGREED DEFINITIONS, TO DELAY INITIATING STUDIES.

2. ITALIAN REP (MACCHIAVELLI) LED OFF ALLIED RESPONSE TO CONFIDENTIAL

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NATO RATIONALIZATION POTENTIAL STUDY BY ENDORSING THE MATRIX CONCEPT AND THE RATIONALIZATION DEFINITION CONTAINED IN THE STUDY. MACCHIAVELLI SAW TWO ASPECTS TO THE PROBLEM OF RATIONALIZATION, ONE POLITICAL AND ONE TECHNICAL. THE POLITICAL PROBLEM LIES IN THE EXTENT TO WHICH ALLIES ARE WILLING TO INTEGRATE DEFENSE EFFORTS, WHEREAS THE OTHER ASPECT INVOLVES THE EWG SELECTING TECHNICALLY POSSIBLE AREAS FOR FURTHER STUDY. IN THE LATTER CASE, HE SUGGESTED THE EWG MIGHT CALL ON TECHNICAL BODIES, INCLUDING THE NATO MILITARY AUTHORITIES, TO CONDUCT A FEASIBILITY STUDY ON AREAS IN ORDER TO DETERMINE THE ADVISABILITY OF CONDUCTING FURTHER, MORE DETAILED STUDIES. FINALLY HE SUGGESTED THAT THE SPRING AD 70 REPORT TO MINISTERS CONTAIN A SECTION ON RATIONALIZATION.

3. THE MILITARY COMMITTEE REP (VON ZUR GATHEN) ALSO ENDORSED THE MATRIX APPROACH, WHICH HE DESCRIBED AS PROMISING. HE EMPHASIZED THAT THE SPECIFIC SUBJECTS NEED FURTHER STUDY AND SUGGESTED THAT THE EWG CONCENTRATE AT FIRST ON THOSE AREAS WHICH GENERATE SAVINGS, LEAVING THE QUESTION OF AREAS FOR APPLICATION FOR LATER WORK. CONCERNING HOST NATION SUPPORT, VON ZUR GATHEN NOTED THAT AIR BASE SUPPORT, SUPPORT FOR GROUND FORCES, AND COMMUNICATIONS SUPPORT ARE ALL APPROPRIATE FOR BILATERAL ARRANGEMENTS. HE FELT THAT THE EWG SHOULD RECEIVE AN OPINION FROM THE NATO MILITARY AUTHORITIES AS TO WHETHER HOST NATION OPERATION OF SURFACE-TO-AIR MISSILE SITES WAS MILITARILY PRACTICAL. IN THE CONSOLIDATION AREA, HE FELT THAT CONSOLIDATION OF COMMUNICATIONS SEEMED MOST PROMISING AND SUGGESTED THAT THE NATO JOINT COMMUNICATIONS AND ELECTRONICS COMMITTEE (NJCEC) STUDY THIS AREA FURTHER. IN THE AREA OF CONSOLIDATION OF TRAINING, VON ZUR GATHEN NOTED THAT THE MATRIX STUDY DOES NOT REFLECT THE LATEST STATUS OF WORK BY THE NATO/EURO TRAINING GROUP AND SUGGESTED THAT THE EWG ASK THE CHAIRMAN OF THIS GROUP TO PROVIDE A STATUS REPORT BOTH OF WORK IN PROGRESS AND OF OBSTACLES ENCOUNTERED IN ADVANCING COMMON NATO TRAINING. CONCERNING COOPERATIVE PROCUREMENT OF TACTICAL AIRCRAFT THE EWG SHOULD MONITOR PROGRESS BUT, HE FELT, LEAVE THE WORK OF F-104 REPLACEMENT TO THE FOUR NATION CONSORTIUM NOW INVOLVED WITH THIS PROJECT. FINALLY IN THE NAVAL FORCE MIX AREA, VON ZUR GATHEN FELT THAT THE SITUATION IN THE AEGEAN AREA PRECLUDED FURTHER WORK IN THAT REGION. CONCERNING THE BALTIC, THE EWG MIGHT ASK THE CONFIDENTIAL

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FRG WHETHER A STUDY ON A CHANGE OF NAVAL FORCE MIX WOULD BE ACCEPTABLE.

4. THE FRG REP (SCHUNEMANN) DESCRIBED THE NATO RATIONALIZATION POTENTIAL STUDY AS A VERY GOOD BASIS FOR FURTHER WORK AND EXPRESSED PLEASURE THAT THE US HAD ACCEPTED THE FRG DEFINITION OF RATIONALIZATION. HE STATED THAT THE FRG IS READY TO COOPERATE, ESPECIALLY SINCE THE US CONGRESS HAS, BY SECTION 302C OF THE US PROCUREMENT AUTHORIZATION ACT OF 1975, FORCED THE ADMINISTRATION TO ACT. SCHUNEMANN THEN OFFERED THE FOLLOWING THOUGHTS:

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A. EUXEENZOUUDY IS BASED TOO MUCH ON THE NEEDS OF THOSE  
NATIONS WHO HAVE BASED TROOPS ON ANOTHER NATION'S SOIL.

B. RATIONALIZATION SHOULD RECOGNIZE THE SPECIAL NEEDS  
OF NATIONS WHO DIRECTLY FACE THE WARSAW PACT.

C. THE FRG EMPHASIZES STANDARDIZATION OF EQUIPMENT AND  
SUPPLIES AND FEELS THAT NATO CAN ACCOMPLISH MUCH MORE IN THIS  
AREA. FRG MINISTER OF DEFENSE LEBER IS, IN FACT, READY TO  
MAKE "FAR-RACHING" CONCESSIONS AND BUY EUROPEAN EQUIPMENT.

D. DATA IN THE STUDY DOES APPEAR TO NEED REFINEMENT.  
FOR EXAMPLE, THE MATRIX I FRG COLUMN SHOWS AN INCREASE OF  
1351 MEN FOR FIXED SAM SITES AND A DECREASE OF 4925 MEN  
BECAUSE OF CONSOLIDATION OF COMMUNICATIONS. USING THE COST  
DATA FROM MATRIX II, THE COSTS PER SOLDIER ARE 18,500 AND  
45,000 DOLLARES RESPECTIVELY. THE STUDY DOES NOT OFFER AN  
EXPLANATION FOR THIS DISCREPANCY.

E. REGARDLESS OF DISCREPANCIES IN DATA, THE EWG SHOULD  
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NOT DISCUSS SPECIFIC FIGURES BUT INSTEAD SHOULD ASSIGN THIS  
TASK TO EXPERTS.

F. THE TERM "SAVINGS" IS POTENTIALLY DANGEROUS; THE  
IDEA IS NOT TO SAVE BUT TO MAKE BETTER USE OF RESOURCES BY  
SHIFTING THEM FROM ONE FIELD TO ANOTHER.

G. AS PART OF AN OVERALL EUROGROUP REVIEW, THE NATO/EURO  
TRAINING GROUP IS LOOKING INTO REASONS FOR FAILURE TO  
ACHIEVE GREATER COMMON TRAINING. TO THIS END, THE NATO/EURO  
TRAINING GROUP HAS REQUESTED THE SUB-GROUP CHIEFS TO REPORT  
ON THE REASONS FOR LACK OF PROGRESS BY THE END OF THIS MONTH.

5. THE UK REP (MACDONALD) REPORTED THAT LONDON HAD FOUND THE  
STUDY STIMULATING AND IS INDEBTED TO THE US FOR THE GREAT

EFFORT INVOLVED. NOW THE EWG MUST SELECT RELATIVELY NON-CONTROVERSIAL AREAS FOR FURTHER STUDY. IN THIS REGARD, HE FULLY SUPPORTED THE VIEWS EXPRESSED BY VON ZUR GATHEN CONCERNING AREAS FOR FURTHER STUDY AND BODIES TO CONDUCT THE WORK. MACDONALD QUESTIONED WHETHER THE EWG SHOULD INSIST ON DEVELOPING A MATRIX AT THIS EARLY STAGE, ALTHOUGH HE DID NOT OBJECT TO EVENTUAL COMPILATION IN MATRIX FORM. HE EXPRESSED SPECIAL INTEREST IN SECTION A2 OF THE STUDY CONCERNING HOST NATION SUPPORT FOR GROUND FORCES AND ASKED IF THE US PLANS TO REPLACE ANY MILITARY PERSONNEL IN THE UK WITH CIVILIANS. THE UK WOULD WELCOME BILATERAL DISCUSSIONS WITH THE US ON THIS QUESTION, AS WELL AS TRILATERAL DISCUSSIONS WITH THE FRG AND US CONCERNING CIVILIANIZATION IN THE FRG. REFERRING TO APPENDIX A OF THE STUDY, MACDONALD INDICATED THAT THE UK WOULD SUPPORT FURTHER STUDY OF CONSOLIDATED TRAINING OF EXPLOSIVE ORD-NANCE DISPOSAL (EOD) PERSONNEL; THE UK ALREADY CONDUCTS EOD TRAINING FOR SOME ALLIES. ACTION REQUESTED: WASHINGTON VIEWS ON BI/TRILATERAL APPROACHES TO CIVILIANIZATION AND ON CONSOLIDATED EOD TRAINING IN THE UK. FINALLY, MACDONALD EXPRESSED HIS VIEW THAT THE MATRIX APPROACH IS MORE USEFUL FOR SPECIALIZATION IN WHICH COUNTRIES EXCHANGE DEFENSE TASKS THAN FOR THE SORT OF RATIONALIZATION THAT THE US HAS PROPOSED. THE UK ACCEPTS THE DEFINITION OF RATIONALIZATION CONTAINED IN THE MATRIX STUDY.

6. THE NETHERLANDS REP (CARSTEN) ALSO EXPRESSED GRATITUDE TO THE US FOR THE STUDY AND OBSERVED THAT, IN THE LONG RUN, NATO'S CONFIDENTIAL

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WORK IN THIS AREA WILL HAVE TO LEAD TO GREATER INTERDEPENDENCE. ALLIES SHOULD RECOGNIZE THIS FACT AND ACCEPT IT WITHOUT RESERVATION. THE EWG SHOULD START WITH A FEW RELATIVELY EASY AREAS, PROVIDING LEADERSHIP AND IMPETUS, BUT LEAVING THE TECHNICAL WORK TO APPROPRIATE SUB-GROUPS. CARSTEN ACCEPTED THE STUDY'S DEFINITION OF RATIONALIZATION.

7. THE NORWEGIAN REP (LEINE) REPORTED THAT HIS AUTHORITIES FOUND THE STUDY INTERESTING BUT OF LITTLE APPLICATION TO NORWAY. THE STUDY CONCENTRATES ON THE CENTRAL REGION AND WILL INVOLVE BI/TRILATERAL DISCUSSIONS AS WELL AS WORK BY SUB-GROUPS. NORWAY WILL FOLLOW RATIONALIZATION PROGRESS WITH INTEREST AND HOPES THAT THE EWG WILL ADDRESS SPECIALIZATION AREAS AS WELL. HE INDICATED THAT NORWAY IS INTERESTED IN SPECIALIZATION OF DEFENSE TASKS SUCH AS MARITIME PATROL AIRCRAFT, SURVEILLANCE OPERATIONS AND SUBMARINE OPERATIONS.

8. THE DANISH REP (ROSENTHAL) SUBSCRIBED TO NORWAY'S VIEWS AND ALSO POINTED OUT THAT CERTAIN PROPOSALS IN THE STUDY OVERLAP WITH EUROGROUP EFFORTS. ROSENTHAL SUPPORTED FURTHER NATO STUDY OF CONSOLIDATION OF COMMUNICATIONS AND TRAINING, PROCUREMENT OF TACTICAL AIRCRAFT AND DEVELOPMENT OF A NATO AIR CONTROL SYSTEM.

9. SACLANT REP (MAYO) AGREED TO THE DEFINITION OF RATIONALIZATION AS PROPOSED BY THE STUDY. HE REPORTED THAT SACLANT, IN COOPERATION WITH CINCHAN, HAS PREPARED A PAPER ON MARITIME SPECIALIZATION WHICH HE WILL DISTRIBUTE TO DELEGATIONS LATER THIS WEEK (MISSION WILL FORWARD WHEN RECEIVED). MAYO NOTED THAT GREATER FLEXIBILITY OF FORCES, ESPECIALLY MARITIME FORCES, IS RELATED TO RATIONALIZATION AND COULD ENHANCE NATO'S DEFENSE CAPABILITY. SACLANT ALSO PLACES GREAT EMPHASIS ON STANDARDIZATION AND INTEROPERABILITY. CONCERNING APPLICATIONS FOR SAVINGS, SACLANT FEELS THAT THOSE IN THE STUDY ARE VALID; HE NOTES THAT HIS FORCE PROPOSALS CONTAIN OTHERS WHICH ALSO DESERVE HIGH PRIORITY.

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10. THE CANADIAN REP (BECKETT) REPORTED HIS AUTHORITIES FIND OBVIOUS MERIT IN THE STUDY BUT AGREE THAT SOME OF THE DATA REQUIRES CORRECTION OR EXPLANATION, ESPECIALLY THAT IN THE CONSOLIDATION OF TRAINING AREA (PAGE B-2-1). BECKETT ALSO FELT THAT THE EWG SHOULD FIRST CONCENTRATE ON LESS CONTROVERSIAL SUBJECTS AND SUGGESTED EARLY EFFORTS IN THE AREAS OF COOPERATIVE PROCUREMENT OF TACTICAL AIRCRAFT AND A NATO AIR CONTROL SYSTEM.

11. SHAPE REP (MILLER) REPORTED THAT SACEUR WAS ALREADY TO SUPPORT THE EWG'S WORK IN RATIONALIZATION AND SUGGESTED THAT THE EWG TAKE THIS EFFORT ONE BITE AT A TIME, STARTING WITH THE EASY ONES. SHAPE ALSO ACCEPTS THE DEFINITION OF RATIONALIZATION AND FINDS THE MATRIX APPROACH A GOOD CONCEPT FOR OVERALL GUIDANCE. MILLER SUGGESTED USE OF A SUB-MATRIX IN THE EARLY STAGES, TOGETHER WITH EXTENSIVE BI/TRILATERAL EFFORTS

TO ACHIEVE PROGRESS IN RATIONALIZATION. HE OFFERED THE FOLLOWING SHAPE COMMENTS ON SPECIFIC AREAS OF THE STUDY:

A. THE COSTS FOR CIVILIAN SUBSTITUTION FOR MILITARY  
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PERSONNEL APPEAR LOW.

B. AHSPE IS CONCERNED ABOUT DIFFICULTIES IN FINDING, AND THEN TRAINING, CIVILIAN SUPPORT PERSONNEL. IN ADDITION, HE ASKED IF HOST NATIONS CAN GUARANTEE THE RELIABILITY OF CIVILIANS, ESPECIALLY IN TIME OF TENSION OR WAR.

C. SHAPE QUESTIONS USE OF RESERVES FOR SOME VITAL FUNCTIONS, FOR EXAMPLE IN TRANSPORTING AND SETTING UP BARRIER MATERIAL. WILL THEY BE AVAILABLE IN A TIMELY MANNER AND WILL THEY BE PROPERLY TRAINED?

D. A MAJOR GOAL MUST BE TO DEVELOP THE POLITICAL WILLINGNESS OF NATIONS TO IMPLEMENT RATIONALIZATION MEASURES.

E. NATO COULD REALIZE GREAT RETURNS FROM JOINT RESEARCH AND DEVELOPMENT, AND PROCUREMENT.

F. A CONNECTION EXISTS BETWEEN THE US MATRIX STUDY AND SHAPE'S FORTHCOMING FLEXIBILITY STUDY.

12. BELGIAN REP (TAYMANS) OFFERED THE ONLY NEGATIVE VIEWS ENCOUNTERED DURING THE MEETING. HE REPORTED THAT HIS AUTHORITIES FOUND NO NEW ELEMENT IN THE STUDY TO ALTER BELGIUM'S RESERVATIONS ON RATIONALIZATION, WHICH HE INDICATED WAS A DANGEROUS CONCEPT. BELGIUM ASKS WHAT WOULD HAPPEN IF ONE NATION, TASKED WITH A CERTAIN DEFENSE RESPONSIBILITY, WERE UNABLE TO ACCOMPLISH THAT JOB? SOME PROPOSALS IN THE STUDY ARE NOT REALISTIC WITHOUT GREATER MILITARY AND POLITICAL INTEGRATION. HOWEVER, TAYMANS AGREED WITH THE UK AND MILITARY COMMITTEE REPS CONCERNING THE PROCEDURE TO FOLLOW IN INITIATING FURTHER STUDIES.

13. FOLLOWING THE GENERAL DISCUSSION, LEGERE NOTED THE ENCOURAGING CONVERGENCE OF VIEWS. DRAWING ON EARLIER REMARKS BY VARIOUS  
US  
EWG REPS, LEGERE ASKED THAT THE NATO/EURO TRAINING GROUP PROVIDE THE EWG A PROGRESS REPORT IN THE NEAR FUTURE TO INCLUDE ADDITIONAL TRAINING AREAS THAT MIGHT BE APPROPRIATE FOR FURTHER STUDY. LEGERE WENT ON TO ASK THAT THE EWG INVITE THE NJCEC TO SET A STUDY  
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IN TRAIN ON CONSOLIDATION OF COMMUNICATIONS. FINALLY HE

PROPOSED THAT THE EWG DESIGNATE AN APPROPRIATE BODY, SUCH AS THE SENIOR CIVIL EMERGENCY PLANNING COMMITTEE (SCEPC) WITH ADDED MILITARY REPRESENTATION, TO EMBARK ON A STUDY OF THE WARTIME LOC.

14. MACDONALD AGREED THAT THE SCEPC WOULD BE THE LOGICAL BODY TO COORDINATE THE LOC STUDY. ASSISTANT SYG FOR DEFENSE SUPPORT (TUCKER), AT PANSA'S INVITATION, COMMENTED THAT SEVERAL EXISTING BODIES, INCLUDING THE MILITARY, HAVE AN INTEREST IN THIS AREA. TUCKER FELT THAT NEITHER THE SCEPC'S PRESENT CHARTER NOR MEMBERSHIP ARE SUFFICIENTLY BROAD TO COVER ALL ASPECTS OF AN LOC STUDY. HE DID FEEL, HOWEVER, THAT THE EWG SHOULD DESIGNATE SOME SORT OF GROUP TO COORDINATE LOC WORK.

15. IN SUMMING UP, PANSA NOTED THA APPARENT CONSENSUS AND ASKED THE EWG REPS FOR AGREEMENT TO INITIATE FURTHER STUDIES IN THE AREAS OF (1) CONSOLIDATION OF COMMUNICATIONS UNDER THE DIRECTION OF THE NJCEC? (WL WARTIME LOC WITH ASYG TUCKER PROVIDING COORDINATION; AMONG MILITARY AUTHORITIES AND SCEPC; AND (3) CONSOLIDATION OF TRAINING IN WHICH THE FIRST STEP WOULD BE TO REQUEST A PROGRESS REPORT FROM THE NATO/EURO TRAINING GROUP. THE INTERNATIONAL STAFF WILL PROMULGATE DRAFT TERMS OF REFERENCE AT AN EARLY DATE FOR NECESSARY WORK IN THESE THREE AREAS.

16. COMMENT: MISSION CONSIDERS THIS MEETING TO HAVE BEEN A SUCCESS. WE EXPECT THAT THE EWG WILL BE ABLE TO INITIATE WORK IN THE THREE AREAS NOTED IN PARA 15 ABOVE AND THAT SOME POSITIVE MOVEMENT IN RATIONALIZATION WILL FOLLOW. MISSION RECOMMENDS THAT WASHINGTON CONSIDER NORWEGIAN COMMENT ON SPECIALIZATION OF DEFENSE TASKS ON THE FLANKS FOR POSSIBLE INCLUSION IN FUTURE STUDIES. END COMMENT.  
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